BEFORE THE PUBLIC UTILITIES COMMISSION OF THE STATE OF CALIFORNIA

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Order Instituting Rulemaking on the Commission's Own Motion to Assess and Revise The Regulation of Telecommunications Utilities.	Rulemaking 05-04-005 (Filed April 7, 2005)
Rulemaking for purposes of revising General Order 96-A regarding informal filings at the Commission.	Rulemaking 98-07-038 (Filed July 23, 1998)

REPLY COMMENTS OF VERIZON CALIFORNIA INC. (U 1002 C) AND ITS CERTIFICATED CALIFORNIA AFFILIATES ON PROPOSED DECISION OF COMMISSIONER CHONG

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TABLE OF CONTENTS

TABLE OF AUTHORITIES

PAGE

California Public Utilities Commission Decisions

Statutes

Other Authorities

Caselaw

Pursuant to Article 14 of the Commission's Rules of Practice and Procedure, Verizon California Inc., on behalf of itself and its certificated California affiliates (collectively "Verizon"),[1] submits these Reply Comments on the July 23, 2007 Proposed Decision of Commissioner Chong (hereafter, the "PD").

I. INTRODUCTION

Most commenters support the PD as a sensible policy that will bring California one step closer to achieving a truly progressive Uniform Regulatory Framework that promotes competition and benefits consumers across California. DRA and TURN, however, propose several modifications that would undo the reforms already achieved in URF and result in unnecessary micromanagement of carriers' business practices in an environment free of tariff regulations. The Commission should reject these modifications.

II. ALLOWING PROTESTS FOR ALLEGEDLY "UNJUST AND UNREASONABLE" PRICE CHANGES IS INCONSISTENT WITH URF.

DRA and TURN claim that § 451 requires the Commission to allow advice letter protests for allegedly "unjust and unreasonable" price changes.[2] This claim is based on a flawed argument that the Commission and the Court of Appeal have already rejected.[3] The Commission broadly examined its statutory duties in Phase 1 and concluded that the overwhelming record evidence of competition not only permits, but compels, a reliance on competition to ensure "just and reasonable" prices without price controls:[4]

> Since Verizon, AT&T, SureWest, and Frontier lack market power in their service territories, price regulation is no longer needed to ensure that their prices are just and reasonable. Such price regulations should be removed.[5]

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[1] These affiliates include Bell Atlantic Communications, Inc., d/b/a Verizon Long Distance (U-5732-C), NYNEX Long Distance Company d/b/a Verizon Enterprise Solutions (U-5658-C), MCI Communications Services, Inc., d/b/a Verizon Business Services (U-5378-C), MCI Metro Access Transmission Services, d/b/a Verizon Access Transmission Services (U-5253-C), TTI National, Inc., d/b/a Verizon Business Services (U-5403-C), Teleconnect Long Distance Services & Systems Company, d/b/a Telecom*USA (U-5152-C), Verizon California Inc. (U-1002-C), and Verizon Select Services Inc. (U-5494-C).

[2] See DRA comments at 3; TURN comments at 13.

[3] See D.06-12-044, mimeo at 15, *review denied*, Court of Appeal of the State of California, First Appellate District, Division Two No. A116460 (May 18, 2007).

[4] D.06-08-030, mimeo at 33.

[5] D.06-08-030, mimeo at 275, Conclusion of Law 24. See generally *id*. at § V.B.5 (documenting record evidence of intra- and intermodal competition as basis for ensuring "just and reasonable" prices) and § III.A (analyzing federal and state statutes requiring regulators to rely on competition whenever possible to achieve public policy goals).

Ironically, TURN's own citation to a Senate committee analysis of the detariffing bill proves this point:

> Where markets are fully competitive the need to approve rates and require filed rates diminishes. Competition ensures that rates are reasonable. … Once the telephone corporation has been exempted from the filing requirement it may then freely change the rates, terms, and conditions under which it offers the service. By relieving the telephone corporation from the requirement to file rates, we have deleted the mechanism by which the PUC ensures that any rate change is fair and reasonable. Competitors or consumers who believe the rate is unreasonable or discriminatory must then use the PUC's complaint procedures to have their concerns dealt with.[6]

The PD's prohibition of substantive protests under § 451 is thus consistent with URF and the legislative history and should be upheld.

III. THE COMMISSION SHOULD REJECT DRA AND TURN'S PROPOSALS TO MICROMANAGE THE CUSTOMER CONTRACTING PROCESS.

Recycling prior policy proposals without any new analysis or support, DRA and TURN claim legal "error" merely because the PD does not adopt their preferred Internet and contract disclosure requirements or dictate the way carriers may establish binding contractual relationships with customers.[7] The PD, however, wisely avoids micromanaging these details and instead establishes minimum Web disclosure requirements for detariffed services, requires customer notification of price increases and more restrictive terms and conditions of service, and prohibits similar "unilateral" changes to term contracts absent "consumer consent."[8] These requirements are consistent with the plain language of the detariffing statute, Section 495.7(c), and provide carriers with the flexibility they need to establish binding contractual relationships in accordance with general contract law, just as companies in any other service industry must do. DRA and TURN fail to explain how legal "error" results merely because their preferred rules have not been adopted.

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[6] See Senate Rules Committee Legislative Analysis of AB 828 (Conroy) (Aug. 30, 1995) available at <http://www.leginfo.ca.gov/pub/95-96/bill/asm/ab_0801-850/ab_828_cfa_950830_151626_sen_floor.html>. Notably, TURN unsuccessfully cited this same legislative history before the Court of Appeal. See TURN Petition for Writ of Review of D.06-08-030 (Jan. 18, 2007) at 47–48.

[7] See DRA comments at 6, 8–9; TURN comments at 10-12.

[8] See PD at Conclusions of Law 11–13, 23, 25–26; Finding of Fact 20.

IV. ELIMINATING LIMITATIONS OF LIABILITY AND FILED-RATE DOCTRINE PROVISIONS FOR TARIFFED SERVICES IS LEGALLY IMPERMISSIBLE.

DRA urges the Commission to eliminate *all* tariffed limitation of liability and filed rate doctrine provisions, *even for* services that remain tariffed.[9] Notably, DRA is unable to cite any supporting authority for its extreme proposal. That is because there is none. The plain language of the detariffing statute (which DRA fails to address) *explicitly states* that tariffed liability limitations shall be removed *only* for services "exempted from the tariffing requirements," i.e., detariffed services only.[10] DRA's attempt to eliminate the filed rate doctrine for tariffed services is also unlawful. The 9th Circuit recently held that "[w]here tariff filing is still required by statute or regulation," as is true here (e.g., for basic service),[11] "the filed-rate doctrine *continues to apply with full force*."[12]

V. PERMITTING ALL RETAIL SERVICES TO BE DETARIFFED EXCEPT BASIC RESIDENTIAL IS A REASONABLE INTERPRETATION OF THE DETARIFFING STATUTE.

Without any new analysis or support, DRA recycles prior arguments opposing the Commission's interpretation of the undefined statutory restriction on detariffing "basic exchange service."[13] As Verizon previously argued, the Commission may reasonably interpret this provision to apply *only* to basic residential service consistent with the broad deference courts generally provide administrative agencies where statutes are imprecise.[14] DRA fails to show the Commission acted unreasonably and instead continues to speculate that the Legislature *could have* intended "basic exchange service" to include basic business. Nothing in the legislative history supports this speculation. In fact, the Assembly's own bill digest explicitly refers to "*residential* basic exchange service" as being the only thing excluded from detariffing;[15] no similar mention is made of basic "business" service. The Commission, should uphold the PD's reasonable interpretation consistent with the legislative history and Commission precedent.

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[9] See DRA comments at 5.

[10] Pub. Util. Code § 495.7(g).

[11] See PD at 73, Ordering Paragraph 3, subds. (a)–(f).

[12] *Davel Communs., Inc. v. Qwest Corp.* (9th Cir. 2006) 460 F.3d 1075, 1084 (emphasis added).

[13] See DRA comments at 7, citing Pub. Util. Code 495.7.

[14] See REPLY BRIEF OF VERIZON CALIFORNIA INC. AND ITS CERTIFICATED CALIFORNIA AFFILIATES ON LEGAL AND IMPLEMENTATIONAL ISSUES ASSOCIATED WITH DETARIFFING (Oct. 13, 2006) ("Verizon Detariffing Reply Brief") at § II.D.

[15] See Assembly Committee on Utilities and Commerce bill digest of AB 828 (Conroy) (Apr. 3, 1995) ("The provisions of this legislation do not apply to those services classified as monopoly services (residential basic

VI. THE DETARIFFING STATUTE DOES NOT REQUIRE CARRIERS TO PUBLICLY DISCLOSE CONTRACTS, AND DRA FAILS TO DEMONSTRATE ANY NEED TO DO SO.

As written, the PD would require carriers to Web publish information regarding *generally available* rates, terms and conditions: "We require carriers that detariff services to make available, at no cost, to the consumer information that is substantially equivalent to information previously contained in their tariffs."[16] This is consistent with the detariffing statute's requirement for "rules regarding the availability of rates, terms, and conditions of service to consumers."[17] Since individual case basis (ICB) contracts are not generally available to consumers, the statute does not require that they be Web posted.

DRA's proposal to adopt such a requirement[18] is unnecessary and should be rejected. ICB contracts are typically voluminous, multi-year, individually negotiated agreements for highly sophisticated business customers with specific communications needs, e.g., "volume, calling patterns, cost of negotiation."[19] The Commission long ago concluded that the requirement to make them available to "similarly situated" customers would become increasingly "unnecessary" with competition.[20] Because one of the benefits of detariffing is to afford carriers and their customers greater flexibility to fashion service arrangements suited to the users' particular needs, the number of individualized contracts will likely increase. Accordingly, a blanket requirement that carriers Web post these numerous and voluminous agreements would impose burdens without offsetting benefits since the Commission retains the authority to inspect a carrier's ICB contracts upon request. The Commission should reject DRA's request to establish such a requirement.

VII. THE PD CORRECTLY DEFERS RETAIL SPECIAL ACCESS PRICING ISSUES.

Sprint Nextel's recycling of prior policy arguments regarding special access pricing and detariffing issues[21] are irrelevant to the matter at hand and should be disregarded. As the PD correctly notes, special access pricing reform will be addressed in a subsequent decision.[22]

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exchange service)."), available at <http://www.leginfo.ca.gov/pub/95-96/bill/asm/ab_0801-0850/ab_828_cfa_950331_164114_asm_comm.html>.

[16] PD at 67, Finding of Fact 20.

[17] Pub. Util. Code § 495.7(c)(1).

[18] See DRA comments at 9–10.

[19] D.94-09-065, 1994 Cal. PUC LEXIS 681, *53.

[20] D.94-09-065, 1994 Cal. PUC LEXIS 681, *53.

[21] See Sprint Nextel comments at 3–7.

VIII. THE PLAIN LANGUAGE OF THE DETARIFFING STATUTE AUTHORIZES THE COMMISSION TO BROADLY EXEMPT CARRIERS FROM TARIFFING REQUIREMENTS.

Without any new analysis or support, TURN recycles failed legal arguments that the detariffing statute requires carriers to individually apply for detariffing authority on a service specific basis.[23] Verizon has previously demonstrated that the plain language of the detariffing statute permits the Commission to exempt carriers from tariffing requirements on its own motion based on the overwhelming record evidence of competition documented in Phase 1,[24] which was upheld on appeal.[25] The PD's own analysis is consistent with Verizon's.[26] TURN's failure to confront this analysis reveals the fundamental weakness of its position.

IX. CONCLUSION

The Commission should expeditiously approve the PD consistent with the minor technical changes Verizon proposed in its Opening Comments.

Date: August 20, 2007

Respectfully submitted,

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[22] PD at 62.

[23] See TURN's comments at 2-4.

[24] See Verizon Detariffing Reply Brief at §§ II.A–B.

[25] See note 3.

[26] PD at § 4.2.

CERTIFICATE OF SERVICE

I hereby certify that: I am over the age of eighteen years and not a party to the within entitled action; my business address is 112 Lakeview Canyon Road, Thousand Oaks California 91362; I have this day served a copy of the foregoing,

REPLY COMMENTS OF VERIZON CALIFORNIA INC. (U-1002-C) AND ITS CERTIFICATED CALIFORNIA AFFILIATES ON PROPOSED DECISION OF COMMISSIONER CHONG

by electronic mail to those who have provided an e-mail address and by U.S. Mail to those who have not, on the attached service list.

I declare under penalty of perjury that the foregoing is true and correct. Executed this August 20, 2007 at Thousand Oaks, California.

/s/ Jacque Lopez
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Top of Page
Back to INDEX OF SERVICE LISTS

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Proceeding: R9807038 - PUC-GENERAL ORDER 96
Filer: CPUC - GENERAL ORDER 96-A
List Name: LIST
Last changed: August 14, 2007

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Back to Service Lists Index

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Top of Page
Back to INDEX OF SERVICE LISTS